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ABSTRACT

This case study was prepared in conjunction with a Unesco survey of its member states concerning educational services for individuals with handicaps. The case study of Japan focuses on: (1) special education policy; (2) legislation, administration, and organization; (3) special education and vocational education provisions for students with specific disabilities and home-bound children; (4) finance; (5) research and development; and (6) voluntary organizations, parents, and issues. Japan's philosophy on special education emphasizes the importance of mentally and physically handicapped children being provided with appropriate education in accordance with the type and degree of their handicaps, so as to help them reach their fullest potential and enable them to participate actively in social life. Special schools provide educational places for the severely and moderately mentally and physically handicapped, and special classes or ordinary classes in ordinary schools for the mildly mentally and physically handicapped. (JDD)

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A Case Study on Special Education

in

JAPAN

UNESCO
1988

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EC 232683

A Case Study on Special Education
in
JAPAN

Prepared for Unesco by

The National Institute of Special Education, Japan

ED.88/WS/12

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Preface

With a view to updating information on the present situation of special education in Member States in 1986-1987, Unesco undertook a review of the legislation, administration and financing of facilities and services for the education of disabled persons.

The information was collected in two ways.

First, sixty countries from the different regions of the world completed a questionnaire; their replies were reproduced and analysed, and can be found in a Unesco document: *A Review of the Present Situation of Special Education*. Second, twelve countries prepared each a case study which further elaborates and complements information contained in the questionnaire. These have been reproduced individually.

While the compiled information provides an indication of progress made since the first study published by Unesco in 1971, *A Study of the Present Situation of Special Education*, it is also intended to provide a data base from which future programmes could grow. Thus the information will be of assistance to policy-makers, planners, administrators and specialists in special education and will hopefully foster the exchange of experiences and lead to increased education provision for disabled persons.

The case studies, prepared under contract with Unesco, should be considered as information documents requiring continual revision and updating. A list of the countries which contributed case studies, as well as those which replied to the questionnaire appear on the preceding page.

The views expressed in this study are those of the individuals concerned with its preparation and do not necessarily reflect those of Unesco.

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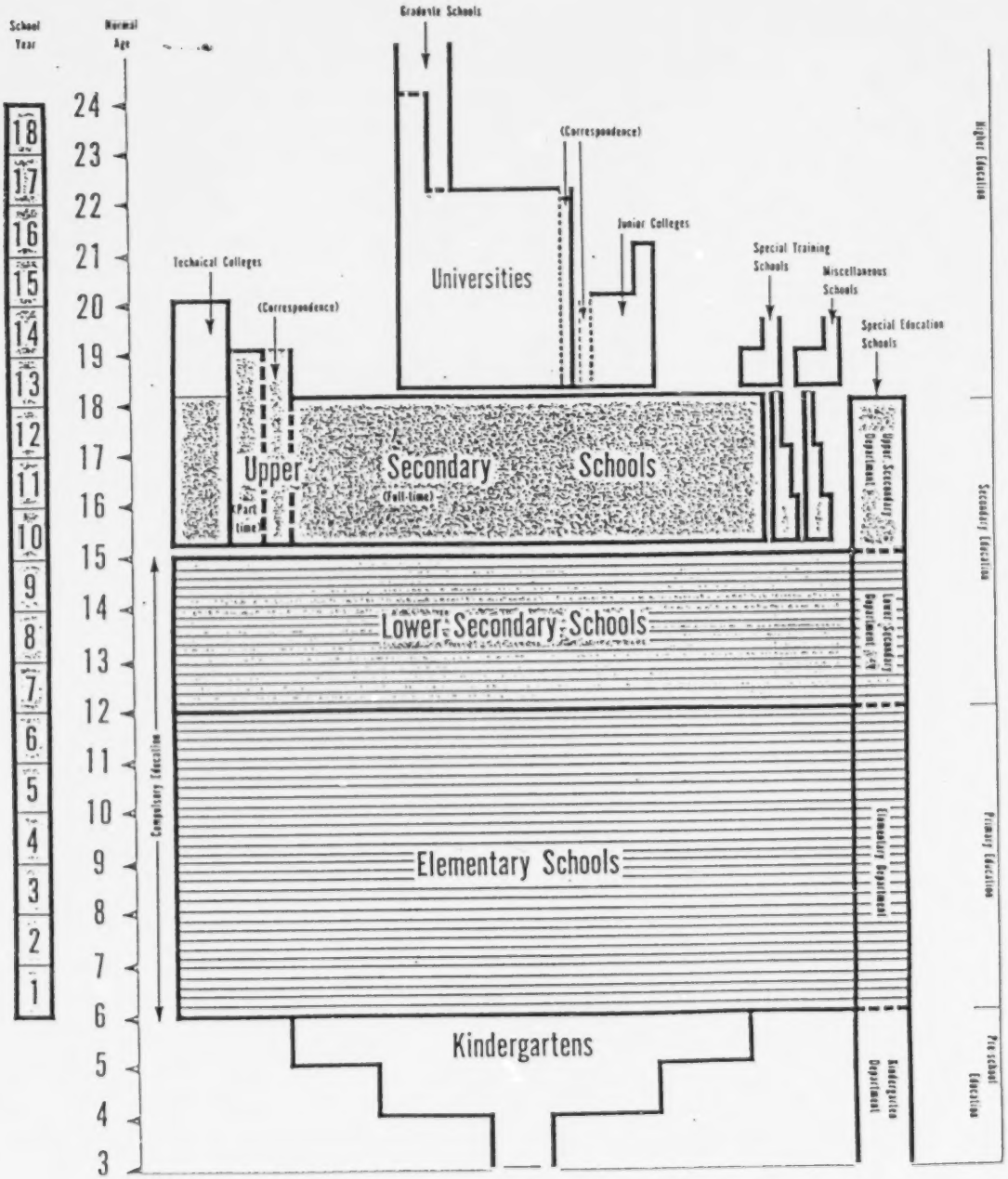
ORGANIZATION OF THE PRESENT SCHOOL SYSTEM



SECTION 1. SPECIAL EDUCATION POLICY

Basic philosophy on special education

Special education is designed to provide an educational opportunity in accordance with their ability and characteristics to children with various mental and physical handicaps who cannot benefit from ordinary school education. It therefore has a very important role in realizing the 'human rights' and 'education for all' guaranteed in the Constitution and the Fundamental Education Law..

It is considered important that mentally and physically handicapped children should be provided with appropriate education in accordance with the type and degree of their handicaps so as to help them reach their fullest potential and should then be enabled to participate actively in social life.

In Japan, special schools provide educational places for the severely and moderately mentally and physically handicapped, and special classes or ordinary classes in ordinary schools for the mild mentally and physically handicapped.

As it is important to deepen public understanding and recognition of mentally and physically handicapped children, a first step consists of promoting correct understanding and recognition by teachers and children in regular elementary and lower secondary schools through various school activities.

In order to promote and improve special education, the Ministry of Education, Science and Culture has conducted a number of special education programmes and projects including expansion of appropriate school procedures, improvement of contents and methods of special education, promotion of public understanding and recognition, improvement of facilities and equipment, an increased supply of educational personnel and improvement of their quality.

Present state of special education

As of 1 May 1986, a total of 95,857 children received education in 918 special schools throughout Japan. In special classes in ordinary elementary and lower secondary schools, 97,548 children received education. Of these, the number of children in the compulsory education bracket, that is,

elementary and lower secondary education, amounted to 160,546 representing approximately 1.0 per cent of the total number of this age group (about 16.8 million).

Table 1. Number of children enrolled in special schools

Department		Total	Kindergarten	Elementary	Lower Secondary	Upper Secondary
School for the Blind		6,551	175	1,150	1,185	4,041
School for the Deaf		9,088	1,740	2,865	1,663	2,820
School for the Handicapped	for the Mentally Retarded	52,847	44	18,806	16,700	17,297
	for the Physically Handicapped	20,369	145	8,702	5,633	5,889
	for the Health Impaired	7,002	2	3,376	2,878	746
	Sub-total	80,218	191	30,884	25,211	23,932
Total		95,857	2,106	34,899	28,059	30,793

Table 2. Number of special classes and enrolled children

Class	Elementary School		Lower Secondary School	
	Enrolled	Number of Classes	Enrolled	Number of Classes
for the Mentally Retarded	44,228	10,192	28,184	5,597
for the Physically Handicapped	798	217	340	113
for the Health Impaired	2,553	508	344	106
for the Partially Sighted	196	65	70	24
for the Hard of Hearing	1,349	386	472	124
for the Speech Handicapped	6,707	1,321	244	88
for the Emotionally Disturbed	8,434	2,156	3,629	868
Total	64,265	14,845	33,283	6,920

SECTION II. LEGISLATION, ADMINISTRATION, ORGANIZATION

Types of special education and children eligible

Special education is provided in schools for the blind, schools for the deaf, and schools for the handicapped which are classified under three heads, namely schools for the mentally retarded, schools for the physically handicapped and schools for the health impaired. Schools for the blind, schools for the deaf, and schools for the handicapped are required by law to have both elementary and lower secondary departments corresponding to the compulsory education system, and may also have kindergartens and upper secondary departments. Special education is also carried out in special classes in ordinary elementary and lower secondary schools. Special classes are divided into those for the mentally retarded, the physically handicapped, the health impaired and physically weak, the partially sighted, the hard of hearing, the speech disordered and the emotionally disturbed.

The degree of handicaps of children eligible for education in special schools and special classes is stated in the Enforcement Ordinance of the School Education Law, and other related circular notes. Generally severely handicapped children are given education in special schools, and mildly handicapped children in special classes and ordinary classes in ordinary elementary and lower secondary schools. Figure 1 shows the educational placement of handicapped children.

Establishment of special schools

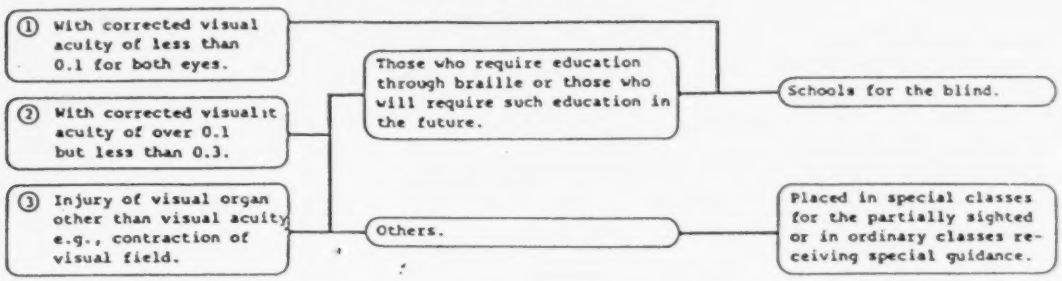
Schools for the blind, for the deaf and for the handicapped are established by the national government, prefectural governments, municipal governments and/or school juridical persons as in the case of ordinary schools.

Municipal governments have an obligation to establish ordinary elementary and lower secondary schools. On the other hand, because the number of children eligible for special schools is very limited, the obligation to establish special schools is incumbent on the prefectural governments which cover a far wider area than the municipal governments.

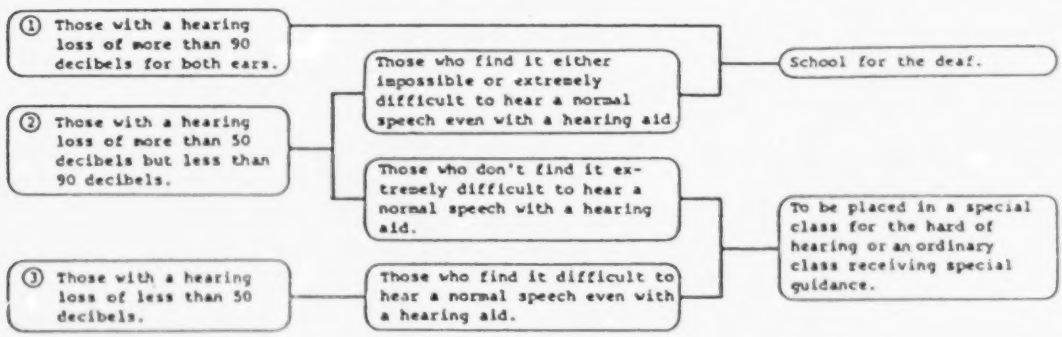
Figure 1.

Educational Placement

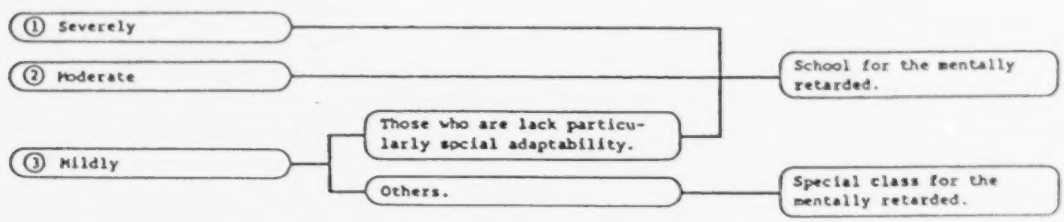
(1) For the Blind and the Partially Sighted


① With corrected visual acuity of less than 0.1 for both eyes.
② With corrected visual acuity of over 0.1 but less than 0.3.
③ Injury of visual organ other than visual acuity, e.g., contraction of visual field.
Those who require education through braille or those who will require such education in the future.
Others.
Schools for the blind.
Placed in special classes for the partially sighted or in ordinary classes receiving special guidance.

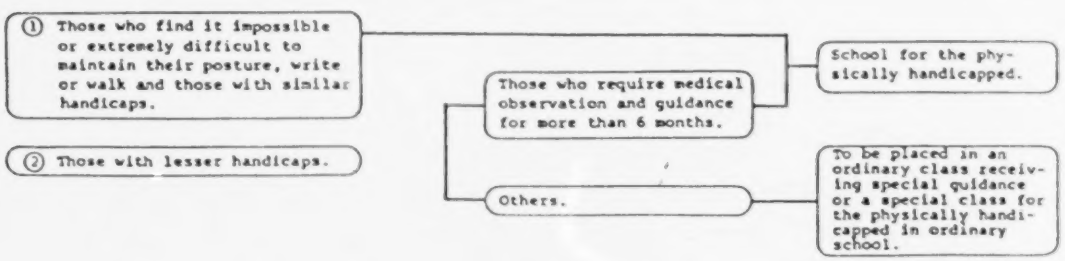
(2) For the Deaf and the Hard of Hearing


① Those with a hearing loss of more than 90 decibels for both ears.
② Those with a hearing loss of more than 50 decibels but less than 90 decibels.
③ Those with a hearing loss of less than 50 decibels.
Those who find it either impossible or extremely difficult to hear a normal speech even with a hearing aid.
Those who don't find it extremely difficult to hear a normal speech with a hearing aid.
Those who find it difficult to hear a normal speech even with a hearing aid.
School for the deaf.
To be placed in a special class for the hard of hearing or an ordinary class receiving special guidance.

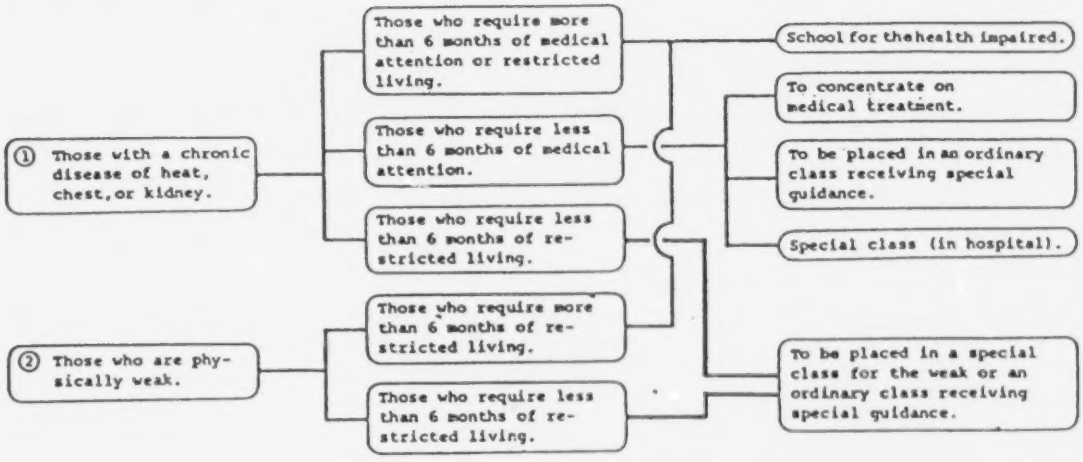
(3) For the Mentally Retarded



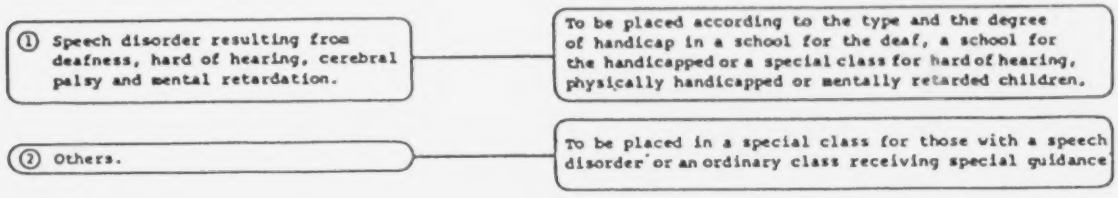
(4) For the Physically Handicapped


① Those who find it impossible or extremely difficult to maintain their posture, write or walk and those with similar handicaps.
② Those with lesser handicaps.
Those who require medical observation and guidance for more than 6 months.
Others.
School for the physically handicapped.
To be placed in an ordinary class receiving special guidance or a special class for the physically handicapped in ordinary school.

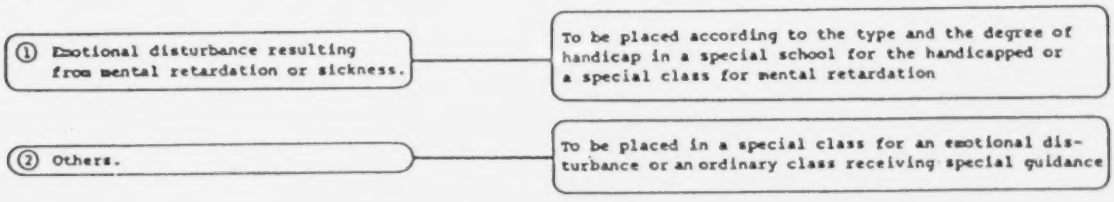
(5) For the Health Impaired


① Those with a chronic disease of heat, chest, or kidney.
Those who require more than 6 months of medical attention or restricted living.
Those who require less than 6 months of medical attention.
Those who require less than 6 months of restricted living.
② Those who are physically weak.
Those who require more than 6 months of restricted living.
Those who require less than 6 months of restricted living.
School for the health impaired.
To concentrate on medical treatment.
To be placed in an ordinary class receiving special guidance.
Special class (in hospital).
To be placed in a special class for the weak or an ordinary class receiving special guidance.

(6) Those with a Speech Disorder


① Speech disorder resulting from deafness, hard of hearing, cerebral palsy and mental retardation.
To be placed according to the type and the degree of handicap in a school for the deaf, a school for the handicapped or a special class for hard of hearing, physically handicapped or mentally retarded children.
② Others.
To be placed in a special class for those with a speech disorder or an ordinary class receiving special guidance

(7) Those with an Emotional Disturbance


① Emotional disturbance resulting from mental retardation or sickness.
To be placed according to the type and the degree of handicap in a special school for the handicapped or a special class for mental retardation
② Others.
To be placed in a special class for an emotional disturbance or an ordinary class receiving special guidance

Compulsory school attendance

The School Education Law requires parents and guardians to enrol their children in ordinary elementary schools or the elementary classes of schools for the blind, for the deaf, or for the handicapped when they reach six years of age, such enrolment to become effective from the beginning of the next academic year, that is, 1 April, and continue to the end of the academic year when they reach 12 years of age. From 1 April of the year completing the elementary cycle up to the end of the academic year when they reach 15 years of age, children are likewise required to attend lower secondary schools or the lower secondary classes of schools for the blind, for the deaf, or for the handicapped. In other words, attendance in the elementary and lower secondary classes of special schools is compulsory in the same way as attendance in ordinary elementary and lower secondary schools. Attendance procedures in respect of special schools are stipulated in the Enforcement Order of the School Education Law.

The principle of compulsory education at the elementary and lower secondary levels of special education was established with the entry into force of the School Education Law (1947). However, as special schools were not then adequately equipped, the implementation of compulsory education in respect of special education lagged behind that of ordinary education. Compulsory education for the blind and for the deaf was implemented for children entering the first grade of the elementary cycle in 1948, and thereafter was gradually expanded each year until 1956 when full enrolment was achieved. On the other hand, schools for the handicapped, with an extremely short history compared with schools for the blind and the deaf, became institutionalized for the first time under the School Education Law. Hence, while schools for the handicapped existed formally under the provisions of that law, the national government and prefectural governments had to spend much time in bettering schools for the handicapped. In particular the national government promoted the establishment of public schools for the handicapped by furnishing financial support for construction costs and salaries. As a result of such measures, the number of new schools for the handicapped rapidly increased and at the same time the relevant laws and regulations were perfected so that

compulsory education in schools for the handicapped was also established on 1 April 1979.

This made it possible to provide for the appropriate education to be given to mentally and physically handicapped children who had hitherto been denied access to school education or whose education had been insufficient. At present, 99.99 per cent of children in the compulsory education age bracket are enrolled in school.

Establishment of special classes in ordinary elementary and lower secondary schools is optional but municipal boards of education which establish ordinary elementary and lower secondary schools may include it as part of the class organization. As the role played by special classes in special education is so vital, the national government encourages their establishment.

School guidance and school attendance procedure

Needless to say, identification of handicapped children and determination of the most appropriate educational placement is the starting point of special education. Prefectural and municipal boards of education are responsible for this important role. The boards of education identify and diagnose the type and degree of handicap of mentally and physically handicapped children based on the results of the medical examination for entry to elementary school, and also provide proper school guidance. To ensure the smooth operation of such school guidance, prefectural and municipal boards of education require expert advice. For this purpose, prefectural boards of education have 'advisory committees on school attendance' consisting of experts in various fields. The following is an outline of enrolment procedures for school-age children:

1. Preparation of lists of school-age children. Municipal boards of education prepare lists by 1 October of all children reaching school age by 31 October.
2. Medical examination for children reaching school age. Municipal boards of education carry out a medical examination of children by 30 November after completion of the lists of school-age children. Municipal boards of education are obliged to furnish school guidance for enrolment in schools for the blind, for the deaf, and for the

handicapped based on the results of the pre-enrolment medical examination.

3. Roster of names of handicapped children furnished to prefectural boards of education. Municipal boards of education furnish prefectural boards of education with the names of new schoolchildren with mental and/or physical handicaps as provided by Article 22-2 of the Enforcement Order of the School Education Law.
4. Enrolment notice. Prefectural and municipal boards of education inform parents and guardians of children reaching the age of compulsory schooling of the requirement to enrol such children in schools for the blind, for the deaf, for the handicapped, or in ordinary school by 31 January.

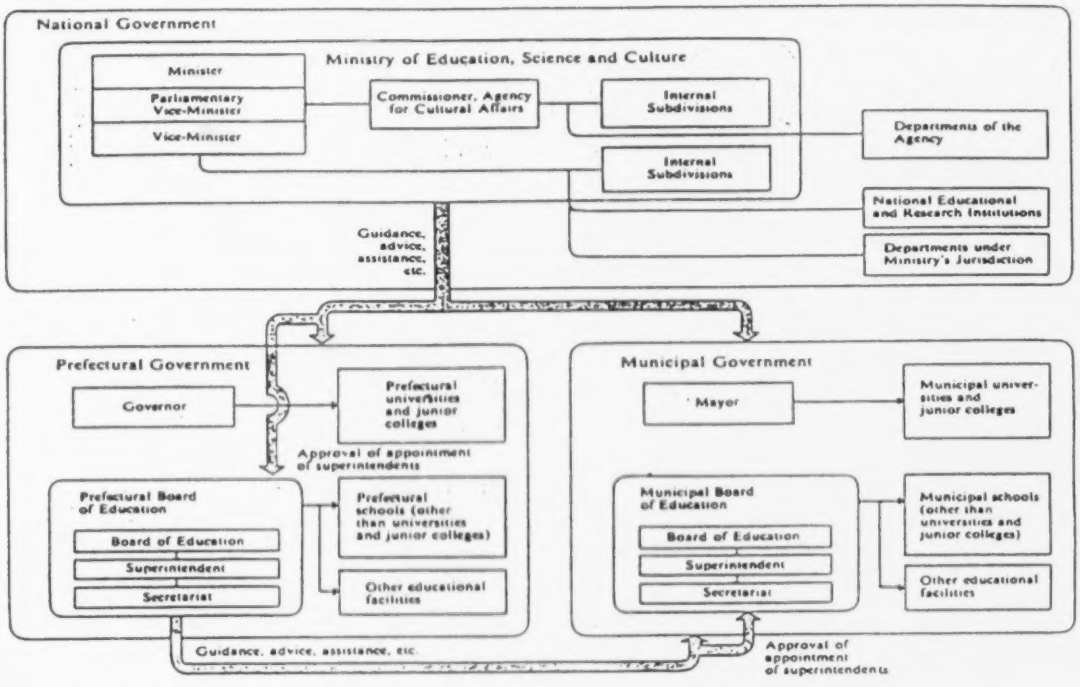
Curriculum and class organization

The national government is responsible for developing curriculum standards for both ordinary schools and special schools from kindergarten to upper secondary level. The government is also responsible for fixing the standard number of children in one class in public ordinary schools and special schools from elementary to upper secondary level in accordance with the Law Concerning Standards for Class Organization and Number of Teachers in Public Compulsory Schools, and the Law Concerning Standards for the Establishment and Optimum Arrangement of Public Upper Secondary Schools and the Number of Teachers.

Administration

The Ministry of Education, Science and Culture is responsible for (a) supervision and advice on operation of the administrative system for local education, and the appointment, dismissal and salaries of educational personnel who are local government employees; (b) development of curriculum standards; (c) free distribution of textbooks; (d) supervision and advice to local boards of education and others. In this framework, the Ministry is in charge of both special education and ordinary education. The following chart shows the organization of educational administration.

Organization of Educational Administration



SECTION III. SPECIAL EDUCATION PROVISIONS

Curriculum and class organization

1. Curriculum of special schools. Special schools not only provide education similar to ordinary schools at elementary and lower secondary levels but also aim at teaching mentally and physically handicapped children the knowledge, skills, attitudes and habits required to enable them to overcome various difficulties arising from their handicaps.

The curriculum standards of special schools are based on those of ordinary schools, but in addition there is a special guidance area specific to special schools known as 'educational therapeutic activities' (Yougo Kunren) which aims to help children overcome their difficulties and thus cultivate a harmonious development of mind and body. Through this area, each special school can develop a flexible curriculum according to the type and characteristic of handicap involved. The content of educational therapeutic activities varies with each type of special school; for example, orientation and mobility training for the blind, auditory training and speech training for the deaf, and standing/mobility training for the physically handicapped.

2. Curriculum in special classes. While education in special classes in ordinary schools is in principle aligned with the course of study which is the basic framework for ordinary curricula, special instruction by a small-group class organization is provided in order to meet special mental and physical conditions. If required, special curriculum may be organized based on the course of study of special schools.

Some children receive education with non-handicapped children in an ordinary class, at the same time attending the special class several hours a week.

3. Small-group organization. As the type and degree of handicap and the ability and aptitude of handicapped children vary so that each child requires special instruction and treatment, particular consideration is given to class organization in special education. While the number of pupils in an ordinary class is 40, a special education class consists of 10 pupils in ordinary elementary and lower secondary schools and 7 (3 for the severely and multiple handicapped) in special schools. This pupil/teacher ratio for special education is planned to be fully implemented over 12 years from 1980 to 1991. Teachers in charge of 'educational therapeutic activities' are asked to undertake additional duties.

Education for the visually handicapped

1. Children eligible and place of education. Generally children with both eyes having less than 0.3 of corrected visual acuity require special educational treatment. Even with a visual acuity ('visual acuity' is used here to mean corrected visual acuity) of less than 0.3, but above 0.04, education requiring vision is generally practicable and available; where it is less than 0.02, education requiring vision is extremely difficult or even impossible. From the educational point of view, the former category is considered partially sighted and the latter blind.

While the blind are educated in special schools for the blind, the partially sighted receive education in various forms because of a diversity of educational needs depending on the degree of the handicap. In other words, the partially sighted requiring overall specific educational treatment are educated in schools for the blind and the partially sighted either in

special classes in ordinary schools or in ordinary classes with ordinary children in accordance with their needs.

2. Education in schools for the blind and in special classes for the partially sighted. A majority of schools for the blind function at elementary, lower secondary and upper secondary levels, thereby providing comprehensive education to the visually handicapped. The number of schools having kindergartens has been on the increase lately. Many schools for the blind have dormitories.

Education in kindergartens of schools for the blind aims at promoting development of various areas normal in infancy. Individualized as well as group education is designed to give training in various everyday activities and to develop mobility and the different sensorial areas.

The aims and content of each subject at elementary and lower secondary level are basically not greatly different from those of ordinary schools. In addition, as a specific area, 'educational therapeutic activities' are designed to overcome various difficulties arising from visual handicap. In learning each subject the blind use textbooks in Braille, while the partially sighted use ordinary textbooks. Braille textbooks are translated from ordinary textbooks, with some revisions, while the ordinary textbooks used by the partially sighted have enlarged letters where necessary. Instruction materials and equipment for the blind mainly rely on the tactile and auditory senses, while the materials and equipment for the partially sighted incorporate devices for easy visual recognition.

Upper secondary classes for the blind comprise general and specialized courses. The specialized course includes physio-physical therapy, physical therapy, music and tuning, each aiming at social independence through vocational education. An increasing number of students over recent years have continued their education at university level.

Special classes for the partially sighted in ordinary elementary and lower secondary schools are improving the learning environment through lighting and bookrests and various other educational materials and equipment. Content includes, in addition to ordinary subjects, special instruction similar to the 'educational therapeutic activities'. Education in special classes for the partially sighted is conducted in close co-ordination with ordinary classes.

Education for the hearing handicapped

1. Children eligible and place of education. Those suffering from hearing loss in both ears exceeding 90 db or between 90 and 50 db and those who, even with a hearing aid, find normal speech either impossible or extremely difficult to understand are classified as deaf and are educated in schools for the deaf. The hard of hearing are those whose hearing loss is between 90 and 50 db and who find it less difficult to understand normal speech with a hearing aid, or those whose hearing loss in both ears is less than 50 db and who, with the use of a hearing aid, still find it difficult to understand normal speech. The hard of hearing are educated either in special classes for the hard of hearing in ordinary schools, or in ordinary classes with special educational treatment.

2. Education in schools for the deaf and in special classes for the hard of hearing. Schools for the deaf generally function at kindergarten, elementary, lower secondary, and upper secondary levels. Some schools function at only the upper secondary or kindergarten levels.

Most schools for the deaf use the oral method with spoken language. Signed Japanese language on cued-speech which uses a manual-coded sign added to speech in order to assist the discrimination of each pronunciation has been tried in some schools for the deaf.

In addition to the course content of ordinary kindergartens, kindergartens for the hearing handicapped offer language training, training in the use of residual hearing, and technical skill training for communication.

Education at elementary level is transitional and involves subject-instruction and further development of language ability. Content is in principle the same as in ordinary elementary schools; 'educational therapeutic activities' include development of perceptive ability as the basis for speech development, development of ability and attitudes in respect of residual hearing, language acquisition, and receptive and expressive speech.

Elementary education is taken a step further at lower secondary level which also provides guidance in relation to future courses.

Classes at upper secondary level are both general and specialized. The latter offers a wide range of vocational training courses, such as dress-

making, industrial crafts, and hairdressing, in line with the ability and aptitude of individual students.

Children with comparatively mild hearing handicap attend special classes for the hard of hearing in ordinary elementary and lower secondary schools. The content in special classes for the hard of hearing is the same as in ordinary schools except for speech training mainly concentrated on the utilization of residual hearing.

Education for the mentally retarded

1. Children eligible and place of education. Retarded mental development may generally be classified in terms of intelligence quotient (below IQ 75) and behaviour characteristics. While it is difficult to identify the degree of retardation in mental development, it comprises roughly three stages, mild, moderate and severe. In the case of mild retardation, while intellectual activity requiring abstract thinking is difficult, a socially independent condition may be brought about through the appropriate education. In the case of a moderate handicap, appropriate education can to some extent make oral communication possible and, with assistance, enable the handicapped person to a certain degree to take care of himself and to join in social life. Severe retardation, even past compulsory education age, means that the handicapped person cannot communicate orally and needs substantial help in taking care of himself.

Children whose mental handicap is severe, moderate or mild, and who have a problem in respect of social adaptability, are educated in schools for the mentally retarded. Those children whose mental handicap is mild and who have little difficulty in social adaptation are educated in special classes in ordinary elementary and lower secondary schools.

2. Education in schools for the mentally retarded. Schools for the mentally retarded comprise kindergarten, and elementary, lower secondary and upper secondary classes. The aims and content of education at elementary level are to ensure physical health, to establish the basic patterns of everyday life, and to promote the understanding and oral expression required for social existence.

At the lower secondary level, in addition to education emphasising oral comprehension and expression, interrelations with others and

participation in group activities, children are taught to acquire positive attitudes towards work through pre-vocational education.

The stress at upper secondary level is on the acquisition of the knowledge, skills and attitudes required for independent occupational and everyday life. Vocational education at this level includes such courses as woodwork, metalwork, agriculture, gardening, ceramics, cement processing, printing, cooking and sewing. With the co-operation of the community, work-experience training is provided to familiarize students with active life.

3. Education in special classes for the mentally retarded. In special classes for the mentally retarded, instruction is provided through small groups with due allowance for individual differences. Subject matter, instructional materials, equipment and instructional methods are all specially designed. At elementary level, emphasis is on the acquisition of basic habits and participation in group life. At the lower secondary level, instruction emphasises the acquisition of the attitudes and knowledge required for active working and social life with social independence as a goal for the future. Children are also encouraged to participate in school activities so as to enjoy a fuller social experience.

Education for the physically handicapped

1. Children eligible and place of education. From the educational point of view, the physically handicapped may be defined as children who need special educational treatment due to impairment of movement of the legs, arms and body.

Depending on the degree of the handicaps, they are educated either in special schools or in special classes in ordinary elementary or lower secondary schools, or in ordinary classes. More especially in the case of children who are hospitalized in institutions, schools for the physically handicapped and special classes are sometimes either constructed within the premises of such institutions or in close proximity.

To facilitate the movement of wheelchairs and the use of crutches in schools for the physically handicapped, corridors are wider than is normally the case and there are handrails throughout the building. The use of wheelchairs between floors is made possible by ramps or elevators. Some schools have functional training rooms and language training rooms for the

treatment of motor dysfunction and speech disorders, and some have a school bus designed for use by passengers in wheelchairs.

2. Education in schools for the physically handicapped and special classes for the physically handicapped. Almost 70 per cent of schools for the physically handicapped function at elementary, lower secondary and upper secondary levels. Some ten schools also have kindergartens. Recent statistics indicate that about 60 per cent of children enrolled in schools for the physically handicapped suffer from cerebral palsy and motor dysfunction of the nerve centre.

Education in kindergartens aims at the comprehensive development of various mental and physical features normal in infancy, particularly through instruction to treat motor dysfunction.

Subject content at elementary, lower secondary and upper secondary levels is not basically very different from that in ordinary schools at the same levels. 'Educational therapeutic activities' in schools for the physically handicapped consist of instruction for the improvement of motor functions, communication ability, etc.

The upper secondary is general in nature; many schools offer optional subjects relating to agriculture, industry and commerce.

Special classes for the physically handicapped in ordinary elementary and lower secondary schools provide education in accordance with the children's degree of motor dysfunction, aligned on the content and methods in schools for the physically handicapped.

Education for the health impaired

1. Children elilgible and place of education. The two categories concerned are the health impaired and the physically weak. The latter are those children who need medical treatment and everyday attention over a long period due to chronic disease. The number of cases of bronchial asthma, kidney disease (nephritis and nephrosis syndrome) and progressive muscular dystrophy has been increasing whereas the number of lung tuberculosis cases which were once predominant has been rapidly declining. The physically weak are those whose condition, due to a number of congenital or acquired causes, indicates an abnormal bodily function or weak resistance to disease and who accordingly require close supervision over a long period.

Physical weakness may mean 'liable to disease', 'liable to headaches, vomiting, and breathlessness', 'liable to fatigue and slow to recover', 'constitutional abnormality, e.g. allergy', 'unsatisfactory growth', or 'undernourishment'.

Children requiring medical treatment or supervision on account of chronic disease or in a physically weak condition for more than six months are educated in schools for the health impaired. Those requiring treatment or supervision for less than six months are educated either in special classes or in ordinary classes with special treatment. In any event, an appropriate place of education is provided according to the condition of each health-impaired or physically weak individual.

Only a very limited number of schools for the health impaired have kindergartens and the number with upper secondary classes is less than in the case of other special schools.

2. Education in schools for the health impaired and in special classes for the health impaired. Schools for the health impaired not only endeavour to achieve the same educational goals as ordinary schools but also provide the instruction needed to overcome various difficulties arising from health impairment and physical weakness. Education of the health impaired and the physically weak is provided in close co-ordination with medical institutions depending on the condition of each child. If the condition is serious, for example, bedside lessons are arranged. Since many children are restricted as to school hours and physical activity, complementary provision is made through careful selection of subject content and the use of curriculum designs and instructional materials and equipment.

Appropriate treatment and instruction in respect of everyday life and counselling on future prospects are given to those who are newly enrolled or about to be transferred to ordinary schools or other medical institutions.

In special classes for the health impaired and physically weak in ordinary elementary and lower secondary schools, appropriate education is also provided in accordance with the condition of each child.

Education for the speech disordered

Children who have difficulty in hearing sounds and speech are educated in schools for the deaf and special classes for the hard of hearing; children

who are speech disordered due to cerebral palsy in schools and special classes for the physically handicapped; those whose disorder is due to mental retardation in schools and special classes for the mentally retarded, and those whose handicap is due to emotional disturbance in special classes for the emotionally disturbed. Other speech-disordered children are educated in special classes in ordinary elementary and lower secondary schools. Children educated in special classes for the speech disordered include the following three categories:

1. *Articulation disorder.* Faulty articulation resulting from such organic impairments as cleft palate, hearing problems or paralysis of the vocal organs, and functional disorders of articulation.
2. *Stuttering.* Disturbance in the rhythm of speech due to repetition, prolongation and blocking of sound.
3. *Delayed speech development.* Delayed speech development as compared with the other developmental aspects.

Instruction in special classes for the speech disordered takes such forms as play therapy, psychological therapy, and training in utterance and speech. Those receiving education in special classes for the speech disordered may recover rapidly or require long-term treatment.

Education for the emotionally disturbed

Emotionally disturbed children are roughly classified into two groups: children with pronounced mutism or behavioural problems and those with a very limited capacity to express emotion or achieve emotional exchanges with others, i.e. autistic children.

Education for the former group is provided in special classes for the emotionally disturbed or in ordinary classes. Exhortation has proved useless whereas counselling and play therapy are effective. If the problem is very serious, guidance is also provided at educational guidance offices or children's clinics.

The causes of autism are still undertermined so that there is no established effective guidance method. As autistic children do not relate to others, as their language development is likely to be delayed, as fears are likely to be stronger, as strange cries and purposeless behaviour are likely to occur frequently, guidance in large groups is not always practicable.

Since education must begin by deepening interpersonal relationships between children and teachers, special classes for the emotionally disturbed have been found more effective than ordinary classes.

There are at present (1986) about 3,000 special classes for the emotionally disturbed in Japan offering one-to-one instruction and small-group education incorporating various ideas and patterns.

Vocational education

Special schools offer various vocational educational programmes aimed at improving the social adaptability of mentally and physically handicapped children and helping them become as far as possible socially and economically independent, according to the severity of the handicap, and the ability and aptitude of each child. While this vocational education is mainly given at upper secondary level, its contents vary according to the kinds of special schools concerned.

1. Vocational education in schools for the blind. Most visually handicapped persons in Japan are engaged in such traditional professions for the blind as massage, finger pressure, acupuncture, and 'moxibustion'. The aim of vocational education in schools for the blind is primarily to provide the appropriate qualifications for these activities.

At present training courses are provided in all 60 schools for the blind having upper secondary classes. Courses in traditional Japanese massage are provided in the health and physcial therapy division of the regular course; training in traditional Japanese massage, acupuncture, and 'moxibustion' are provided in the occupational physical therapy division (3 years) of the advanced course. Physical therapy (3 years) is also provided in the advanced course for physical therapists. At present 3 schools for the blind offer this latter course, and over 500 graduates are qualified to work for hospitals and other institutions.

Some schools also provide instruction in piano tuning, music and home economics.

Vocational education in schools for the deaf. Vocational education in schools for the deaf covers an extremely wide range compared with that provided in schools for the blind.

As of May 1986, 75 schools for the deaf had upper secondary classes. Regular vocational courses comprised industrial crafts, dressmaking and hairdressing; printing, home economics and beauty culture; ceramics, designing and metalwork. Practical studies of new approaches to vocational education are conducted in many schools for the deaf.

3. Vocational education in schools for the handicapped. Unlike schools for the deaf and schools for the blind, schools for the handicapped (mentally retarded, physically handicapped and health impaired) have no adequate vocational courses.

Vocational education in schools for the handicapped is mainly provided in the general 'course system' at upper secondary level with instruction in agriculture, commerce, art and home economics, the emphasis being on the basic knowledge, skills and attitudes required in occupational and family life.

Itinerant teacher programme for home-bound children

With the object of providing as many opportunities as possible to children who, because of their severe mental and physical handicaps, find it difficult to adapt themselves to school life, cannot attend regularly or are unable to sleep in dormitories, itinerant teachers are available. The contents and methods of the itinerant teacher programme are flexible in line with the actual condition of the children concerned.

At the request of parents or guardians, children for whom it is difficult or impossible to receive education because of medical treatment or the need for full-time care to maintain health, may be temporarily or permanently exempted from the obligation to attend school.

Interaction programme between ordinary and special school education

In special schools, an interaction programme gives an opportunity to mentally and physically handicapped children to participate in educational activities with children in ordinary elementary and lower secondary schools so as to expand their experience, develop sociability and build up interpersonal relationships. These programmes are implemented by each school in line with the specific actual circumstances of the school and the

local community. They largely consist of participation in athletic events and club activities.

The programmes are expected to have a marked educational influence not only on the mentally and physically handicapped but also on the ordinary children. A close relationship with handicapped children is expected to develop in ordinary children a feeling of comradeship with them, and to engender sympathy not only for the mentally and physically handicapped but also for the very young and the aged, thus leading to respect for human rights.

Educational personnel assigned to special education

As of 1 May 1986, 40,074 full-time teachers and 15,153 full-time staff (including 4,665 matrons) were employed in special schools. The pupil/teacher ratio is 2.4:1, and the pupil/total educational personnel ratio is 1.7:1.

In addition to the certificate for the ordinary elementary, lower secondary, upper secondary school or kindergarten, teachers in special schools must hold a certificate qualifying them to work in schools for the blind, schools for the deaf, or schools for the handicapped. However, teachers responsible for a special subject, such as physical therapy in schools for the blind, may need only hold a certificate for that particular subject. For the time being those holding certificates for ordinary elementary, lower secondary, upper secondary or kindergarten teaching may become teachers in special schools. Teachers in charge of special classes require merely a certificate for ordinary elementary or lower secondary school.

Training of teachers in charge of special schools is mainly provided through four-year special education teacher training courses (63 courses), one-year temporary special education teacher training courses (16), and one-year special advanced courses (21) in national teacher training colleges. Training is also available at 23 national and private universities. About 3,800 grduates obtain certificates each year.

Various kinds of in-service training programmes are provided to educational personnel in charge of special education to improve their instructional skills. These programmes include (a) a long-term training

course (one year) and a short-term training course (three months) at the National Institute of Special Education; (b) a domestic study programme at the national university (six months or one year) for research on specialized subjects; (c) an overseas survey team programme for education of the severely and multiple handicapped (three months); and (d) a curriculum research meeting and a workshop on specialized subjects at prefectural, district or national level.

SECTION IV. FINANCE

Public expenditure on special education

1. Expenditure on special schools. The total expenditure on education in special schools through the national government, prefectures and municipal authorities for the fiscal year 1984 amounted to approximately 405.3 billion yen. Since expenditure on special schools for the fiscal year 1956 when the Special Law for General Provision of Public Schools for the Handicapped was enacted amounted to about 3.2 billion yen, it will be seen that expenditure has increased approximately 130 times over the past 28 years.

2. Per pupil expenditure in special schools. Expenditure per pupil in special schools for the fiscal year 1984 was about 4.49 million yen. On the other hand, per pupil expenditure on ordinary elementary education was about 460,000 yen and on ordinary lower secondary education about 570,000 yen so that per pupil expenditure in special education represents roughly 9.8 times as much as in ordinary elementary schools and about 7.9 times as much as in ordinary secondary schools.

Improvement of facilities and equipment

In order to promote special education, the national government has endeavoured to improve facilities and equipment for special schools and for special classes in ordinary elementary and lower secondary schools. The national government contributes a fixed proportion of construction costs for special schools, and also provides subsidies for educational facilities required for subject guidance, production of Braille materials in schools for

the blind, construction of closed-circuit TV in schools for the handicapped, etc.

Special schools have dormitories and a school bus service for children whose homes are distant from school, and the national government grants subsidies to cover part of the costs involved.

Promotion of school attendance

The financial burden on parents of handicapped children tends to be greater than that on parents of children attending regular schools and to encourage the former to send their children to special schools they receive, in whole or in part depending on their income, reimbursement for school meals, transportation, dormitory expenses (bedding, daily necessities and food), school excursions and school supplies.

SECTION V. RESEARCH AND DEVELOPMENT

National Institute of Special Education

The National Institute of Special Education was established in October 1971 in Yokosuka, Kanagawa Prefecture, for the systematic promotion of special education activities at national level. Practical research on special education is conducted on an interdisciplinary basis in co-operation with the Kurihama National School for Handicapped Children which was established in September 1973. The organization of the institute is shown in Figure 2 and its activities include the following.

1. Object

As a central special education agency at national level, its tasks are: (a) to conduct comprehensive practical research on special education; (b) to provide specialized and technical in-service training to special education personnel; and (c) to encourage co-operative research on special education.

2. Projects

■ Research project

In addition to the research conducted by each department, a special research project, separately financed, is carried out with the co-operation of two or more departments.

■ In-service training

- Long-term training course: training for special education leaders (duration: one year; number of trainees per year: 50)
- Short-term training course: training for senior special education teachers (duration: three months; number of trainees per year: 200)
- Workshop for the training of educational guidance personnel in special education centres (duration: 10 days; number of participants: 51)
- Workshop for the training of newly appointed principals and vice-principals (duration: 5 days; number of participants: 100).

■ Survey project

This project began in the fiscal year 1985 with the aim of improving instructional methods for mentally and physically handicapped children through a survey of actual conditions respecting all aspects of special education.

■ Educational guidance

Advisory services are provided for mentally and physically handicapped children and their parents, including comprehensive diagnosis and advice on the teaching of children.

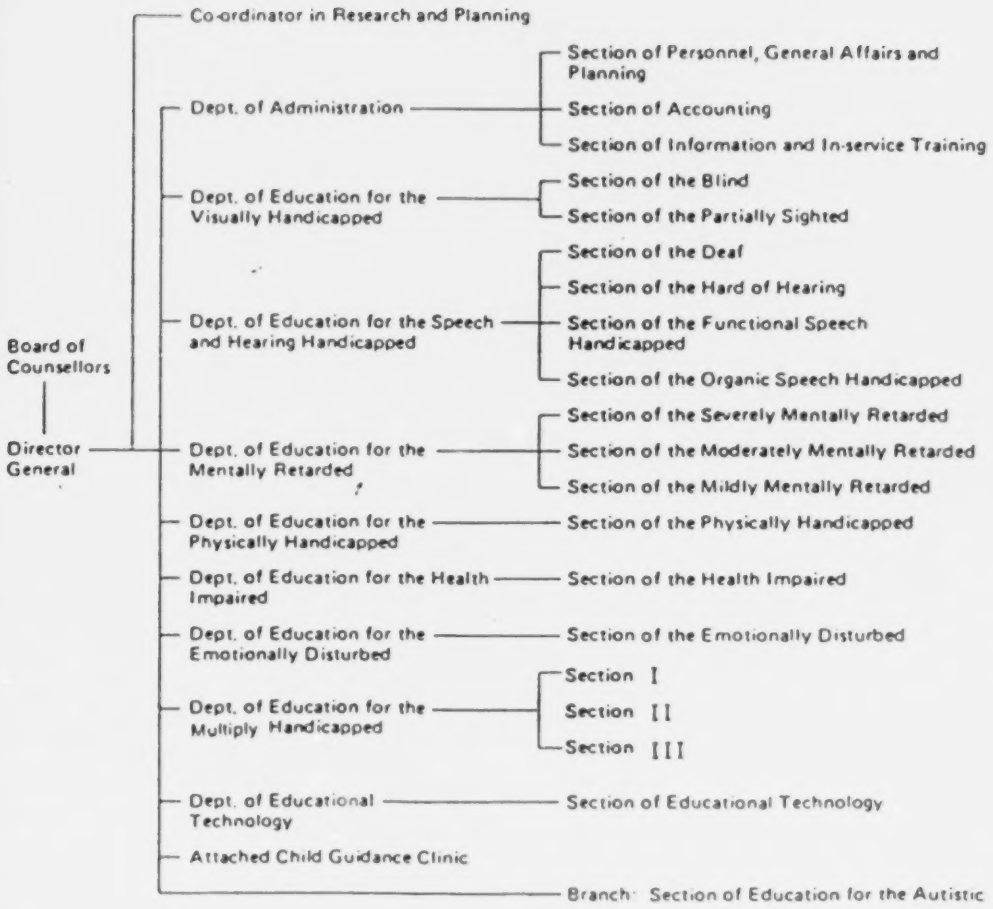
■ Others

- APEID Regional Seminar on Special Education.

3. Budget: 717,014,000 yen for the fiscal year 1987.

4. Staff: 89.

Figure 2.


Co-ordinator in Research and Planning
Section of Personnel, General Affairs and Planning
Dept. of Administration
Section of Accounting
Section of Information and In-service Training
Dept. of Education for the Visually Handicapped
Section of the Blind
Section of the Partially Sighted
Section of the Deaf
Section of the Hard of Hearing
Dept. of Education for the Speech and Hearing Handicapped
Section of the Functional Speech Handicapped
Section of the Organic Speech Handicapped
Board of Counsellors
Director General
Section of the Severely Mentally Retarded
Dept. of Education for the Mentally Retarded
Section of the Moderately Mentally Retarded
Section of the Mildly Mentally Retarded
Dept. of Education for the Physically Handicapped
Section of the Physically Handicapped
Dept. of Education for the Health Impaired
Section of the Health Impaired
Dept. of Education for the Emotionally Disturbed
Section of the Emotionally Disturbed
Section I
Dept. of Education for the Multiply Handicapped
Section II
Section III
Dept. of Educational Technology
Section of Educational Technology
Attached Child Guidance Clinic
Branch: Section of Education for the Autistic

Kurihama National School for Handicapped Children

The Kurihama National School for Handicapped Children, located near the National Institute of Special Education, enrols severely and multiple handicapped children for education in accordance with the degree of handicap and the ability and characteristics of each child. It operates in close co-operation with the Institute.

Special education centres

The activities of the special education centres at prefectural level include educational guidance, medical examination, diagnosis and various kinds of

5 cities. The national government encourages their establishment by the granting of subsidies.

Other research institutions

Some graduate schools, e.g. the Institute of Research for the Handicapped at the University of Tsukuba, undertake basic research in the field of special education.

SECTION VI. VOLUNTARY ORGANIZATIONS, PARENTS AND ISSUES

Voluntary organizations

Those other than the national government and local governments who are entitled to establish schools are in principle limited to educational juridical individuals so that voluntary organizations cannot provide educational services to mentally and physically handicapped children.

The national government grants subsidies to cover part of the operating costs of private schools so as to ensure high educational standards and reduce the economic burden on parents.

Parents

It is important to diagnose children's handicaps as early as possible and to provide the appropriate education from the beginning. The role of parents in early education is vital and co-ordination between parents and medical, welfare and educational organizations is essential to ensure that the necessary medical care and education are made available to mentally and physically handicapped children of pre-school age.

The Ministry of Education, Science and Culture grants subsidies for the establishment of prefectural special education centres where a main function consists of diagnosis and early educational counselling for handicapped children. The Ministry likewise grants subsidies to prefectural boards of education and prepares and distributes pamphlets on special schooling to parents.

Issues

Since September 1984 an ad hoc Council for Education, acting as an advisory body to the Prime Minister, has discussed fundamental measures on reforms of the national educational system in line with social changes and cultural development.

The third report (April 1987) presented by the Council urged that it was important to provide education appropriate to the type and degree of handicap and to promote public understanding and recognition of the problem of mentally and physically handicapped children. It emphasized that integrated education regardless of the type and degree of handicap would not be likely to help the handicapped reach their fullest potential.

Excerpts from the third report of the Ad Hoc Council for Education

i. Improvement of education for the handicapped

To draw and develop their ability to the maximum during their childhood, which will become the basis of social independence based on the principle that handicapped children have the right to receive appropriate education in accordance with the types and degrees of handicaps without being isolated from home and local community.

a. For early diagnosis and early treatment of handicaps, and early education, to promote establishment of regional centres with unified functions of medical treatment, welfare and education. To take measures, including expansion of functions of special education centres, promotion of accommodation of the handicapped in baby facilities, and assignment of experts.

b. To implement improvement of special schools with due consideration for the trend of the severity and multiplication of handicaps, and also relation to the local community. With regard to special classes, with due consideration for actual state of handicaps of enrolled pupils to take action for its improvement including a guidance system by education of resource room. Also to promote improvement and development of curriculum and instructional methods of special education.

c. To provide place as much as possible for joint activity between handicapped children and ordinary children from the view point of promoting natural contacts. Also to promote in every possible way understanding of the public to the handicapped.

d. In order to ensure appropriate enrolment in accordance with types and degrees of handicaps, to improve school guidance committees, school counselling including involvement of doctors and experts of psychology. Even after enrolment, to follow up the children and to correctly understand the state of development of children, and to make further efforts so that appropriate educational measures may be taken.

e. Plan enhancement of teachers' motivation, and for improving their speciality to take multiple measures including formation of teachers and personnel assignments.

ii. Promotion of social participation and independence of the handicapped. In order to promote social participation and independence of the handicapped, to take measures for deepening the relation between the handicapped and the local community, also to expand opportunities for employment and life learning.

a. To design construction of social educational facilities, sports facilities and school facilities with due consideration for the use of the handicapped, and to promote and encourage the handicapped to participate in local community activities.

b. To improve vocational education in each stage of education for the handicapped, particularly in the latter period of lower secondary education. Also to improve programmes of vocational ability development in various vocational training facilities, particularly improvement of contents of training courses for the handicapped and their utilization.

c. To expand professional areas and employment opportunities for the handicapped after graduation from school and completion of vocational facilities.

The national government plans to promote educational reforms making maximum use of the foregoing report.